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PROPERTY OF

UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1994-1995 AND PROPOSED PROGRAMMES AND BUDGET FOR 1996

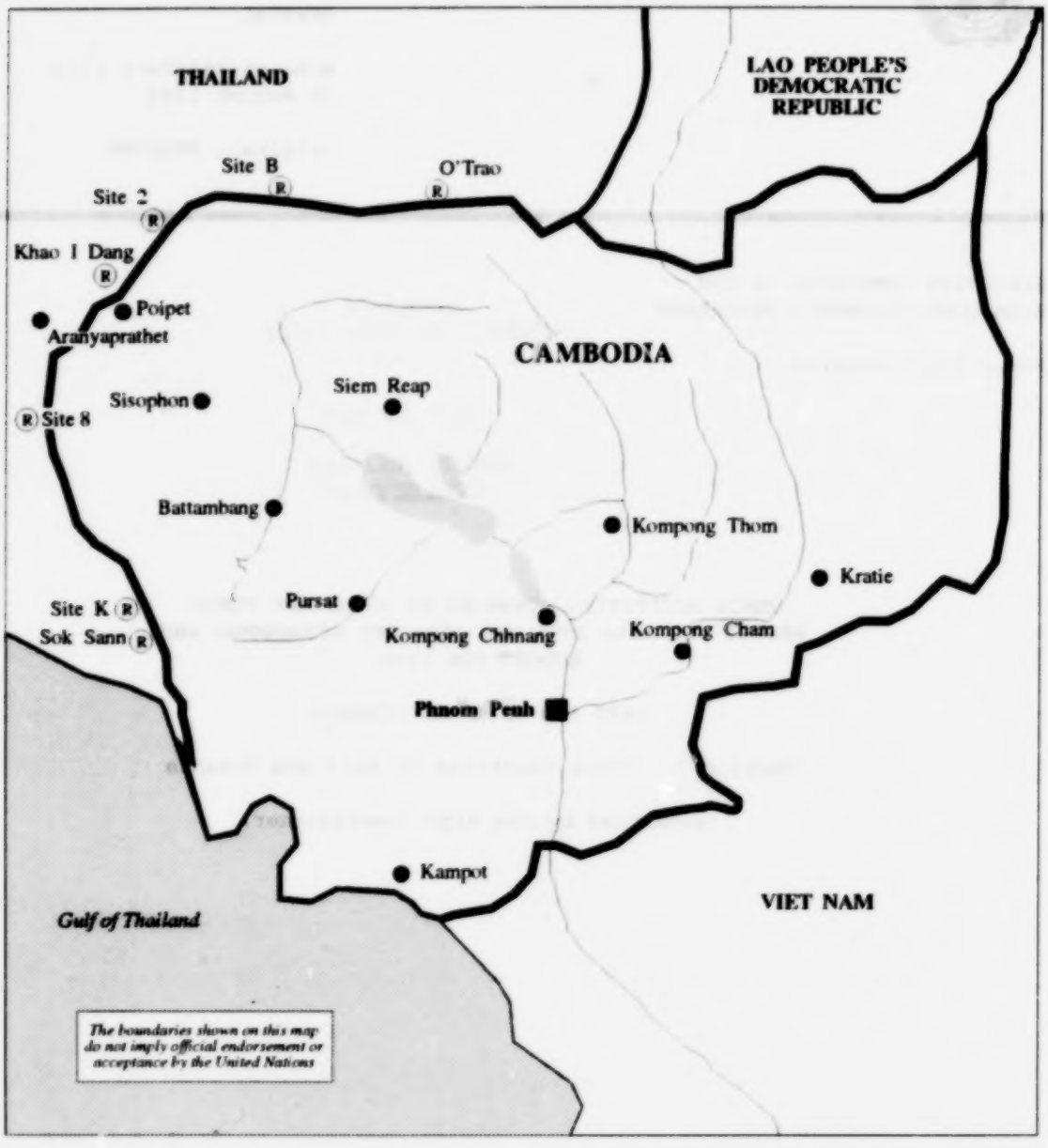
PART II. ASIA AND OCEANIA

Section 9 - Other Countries in Asia and Oceania

(submitted by the High Commissioner)

GE.95-02528

CAMBODIA


THAILAND
LAO PEOPLE'S DEMOCRATIC REPUBLIC
Site B
O'Trao
Site 2
Khao I Dang
Poipet
Aranyaprathet
CAMBODIA
Siem Reap
Sisophon
Site 8
Battambang
Kompong Thom
Kratie
Site K
Sok Sann
Pursat
Kompong Chhnang
Kompong Cham
Phnom Penh
Kampot
VIET NAM
Gulf of Thailand
The boundaries shown on this map do not imply official endorsement or acceptance by the United Nations
Capital
Town or village
Camps or holding centres for refugees or displaced persons (now closed as a result of repatriation)
0
100
Km.

II.9 OTHER COUNTRIES IN ASIA AND OCEANIA

1. This section covers UNHCR activities in Cambodia, India, Indonesia, Japan, the Lao People's Democratic Republic, Malaysia, Myanamr, Papua New Guinea, Singapore and Sri Lanka.

A. Cambodia

2. With the completion in mid 1993 of the mass repatriation of over 360,000 Cambodians, the UNHCR operation in Cambodia had shifted by the end of 1994 from a programme benefiting mainly returnees to a more complex operation involving not only former returnees but also other persons of concern to UNHCR. The Office continued to monitor the situation of the returnees, and also assisted some 113,100 internally displaced persons and monitored the condition of some 3,000 ethnic Vietnamese stranded on the border with Viet Nam.

3. During 1994, UNHCR in Cambodia continued to monitor closely and provide adequate support to vulnerable returnees. Assistance measures included the strengthening of community facilities, the promotion of self-sufficiency for vulnerable individuals and families through counselling, income generation activities, and complementary relief support where essential. The largest single grouping among the vulnerable categories covered by this "safety net" was female-headed households, for whom longer term solutions remain elusive.

4. Since the start of the repatriation programme in early 1992, UNHCR funds have been used to clear, plough, harrow and seed over 17,000 hectares of agricultural land for returnee families, and to cover the cost of land titling for agricultural and domestic plots. The shortage of arable land remains a major impediment to the successful reintegration of those returnees who chose the land option at the time of the mass repatriation. In partnership with the Government of Cambodia, the UNDP/Office for Project Services Cambodian Resettlement and Reintegration (CARERE) project, World Food Programme (WFP) and other agencies, UNHCR coordinated efforts to identify and secure legal land titles for landless returnees.

5. A permanent field presence in Battambang and a semi-permanent presence in Siem Reap and Banteay Meanchey has allowed UNHCR to maintain a monitoring and intervention capacity for returnees and other persons of concern, whilst advocating with government, local and international agencies to assist this population. Due to the continuation of sporadic conflict between government forces and the National Army of Democratic Kampuchea (NADK), rural populations, including large numbers of ex-returnees, continue to be displaced from their villages and thus require humanitarian assistance.

6. In line with the limited scope and duration of UNHCR's mandate and in recognition of the presence of CARERE and other agencies with longer term development mandates, UNHCR's permanent field presence will be discontinued in mid-1995. However, UNHCR Branch Office staff will continue to monitor the situation through regular visits to the area and will collaborate closely with the Government of Cambodia, WFP and the Cambodian Red Cross (CRC), together with other concerned United Nations and non-governmental organizations (NGOs) to ensure that displaced

persons, and in particular vulnerable returnees, receive essential relief assistance. In view of prevailing volatile circumstances UNHCR maintains a former reception centre in Sisophon as a temporary site to accommodate up to 4,000 displaced persons.

7. On 26 August 1994, the National Assembly of Cambodia adopted an Immigration Law that made no explicit mention of refugees. This has prompted UNHCR to enhance its promotional activities on international refugee law. It is hoped that these efforts will lead to the adoption of a specific law on refugees. On 13 September 1994, almost two years after Cambodia acceded to the 1951 Convention and 1967 Protocol relating to the Status of Refugees, UNHCR signed a Cooperation Agreement with the Government of Cambodia.

8. During 1994, some 140 Cambodian refugees returned voluntarily to Cambodia from various countries with the assistance of UNHCR and the Cambodian Red Cross.

9. Cambodia has the world's highest number of land-mine victims and is one of the most mine infested countries in the world. UNHCR participated in the three day international conference on the banning of land mines (Phnom Penh, 2 to 4 June 1995) organized by the Cambodian Mine Action Centre (CMAC), in view of its implications on the welfare and security of returnees. The Conference was attended by over 300 persons from 41 countries, international organizations and NGOs. UNHCR also attended the third meeting of the International Committee on the Reconstruction of Cambodia (ICORC) (Paris, 13 to 19 March 1995), which was organized by France and Japan.

10. The situation of the ethnic Vietnamese who had to flee Cambodia before the May 1993 elections continued to be closely monitored by UNHCR. In early 1994, some 3,000 remained stranded at Chrey Thom on the Cambodian side of the Cambodian/Vietnamese border. This group wishes to return to their traditional homes on the Tonle Sap. Efforts are ongoing to find an adequate durable solution to this difficult issue in cooperation with the Government of Cambodia, WFP, the United Nations Centre for Human Rights and concerned NGOs. UNHCR is prepared to assist authorized returnees in 1995 and, if authorization continues to be granted, in 1996, by providing transportation and a limited repatriation grant.

11. Further events and developments involving internally displaced persons, persons in a refugee-like situation and, possibly, movement into neighbouring countries can be anticipated in 1995 and 1996. UNHCR will continue its close cooperation with the Government of Cambodia, WFP, CRC and other concerned international and national NGOs to provide assistance to internally displaced persons populations, in particular where the groups contain large numbers of former returnees or where intervention may prevent a cross-border movement of persons seeking asylum. UNHCR will advocate on behalf of Cambodians who may flee outside of Cambodia for their return in safety and dignity to areas of their choice within Cambodia.

12. Several hundred Cambodian refugees still residing in camps in the region are expected to voluntarily repatriate in 1995 and 1996, and to benefit from a standard reintegration package provided by UNHCR through the CRC.

13. However, UNHCR's primary focus will move further towards the advocacy of refugee law and doctrine in support of the international protection mandate of the Office. Within this framework, UNHCR will remain associated with refugee status determination procedures for asylum-seekers. Assistance to recognized refugees will be provided through the Jesuit Refugee Service (JRS) pending the identification of durable solutions. UNHCR will also support the promotion of human rights through close collaboration with the advocacy and training activities of the United Nations Centre for Human Rights. Anti-racism and ethnic sensitivity educational campaigns will be organized in cooperation with the Centre for Human Rights.

Programme Delivery and Administrative Support Costs

14. The 1994 expenditure for Programme Delivery and Administrative Support costs was higher than revised estimates mainly due to the review, in line with other United Nations agencies, of conditions of service of international staff serving in Cambodia. The review resulted in changes in entitlements for the staff in Cambodia including cessation of mission status for all international staff effective 1 July 1994; introduction of post adjustment; payment of mobility and hardship allowance, as well as lump sum portion of one month of assignment grant; and payment of travel expenses to the duty station for each family member, as Cambodia is no longer categorized as a non-family duty station. The revised 1995 requirements are higher than initial estimates on account of the extension of three international and seven local General Service staff posts so as to maintain minimal monitoring capacity in view of the fluid politico-military situation in the north-western provinces.

15. The 1996 requirements for Programme Delivery and Administrative Support are lower than the revised 1995 estimates mainly because of the continuous scaling down of UNHCR's presence in Cambodia. A further reduction of three international and seven local General Service staff posts is scheduled for 1995. Reductions will also be made in the allocations for travel and procurement of non-expendable property.

B. India

16. The objectives of the Office of the UNHCR Chief of Mission in India will be to continue efforts undertaken over the years to actively promote Indian participation in refugee affairs, and to promote adherence to the relevant international conventions. UNHCR will also seek the formal accreditation of the Office of the UNHCR Chief of Mission in India with a view to upgrading its status to that of a full-fledged Branch Office and to gain access to all refugee groups in the country. The recent election of India to UNHCR's Executive Committee is most encouraging, and provides hope for the attainment of these objectives.

17. Monitoring the voluntariness of the repatriation of Sri Lankan refugees from the Indian state of Tamil Nadu to Sri Lanka continued without hindrance. Between January 1994 and March 1995, a total of 18,160 refugees returned to Sri Lanka (8,147 persons in 1994 and 10,013 persons in the first quarter of 1995), leaving a residual caseload of approximately 53,000 refugees in government run camps

in Tamil Nadu. According to government sources, an estimated further 35,000 to 40,000 refugees are living outside camps in Tamil Nadu. Further details on the Sri Lanka repatriation operation are covered in Regional Special Programmes, Part II/10 of this document.

18. Under a bilateral agreement between the Governments of India and Bangladesh, two repatriation movements in February and July 1994 allowed the return of 5,200 Chakma refugees from Tripura State in India to the Chittagong Hill Tracts in Bangladesh, leaving approximately 53,000 refugees in camps run by the Government. Both movements were organized in agreement with the refugee leaders and treated as pilot movements in order to ascertain whether conditions were conducive to permit refugees to return voluntarily to their country of origin in safety and dignity, and to assess possibilities for their early reintegration upon return. Since July 1994 no further movements have taken place and discussions among all parties concerned are still underway in order to determine whether conditions for resuming the operation remain valid. Neither of the Governments concerned has requested UNHCR's intervention, and the Office continues to monitor the situation in order to ensure that the voluntary nature of repatriation is respected.

19. The only UNHCR assistance project in India concerns an urban caseload in Delhi of some 24,000 refugees. The bulk of these refugees are from Afghanistan (22,400), while the remainder originate from several other countries. Although these persons do not have any legal status in India, UNHCR is able to exercise its protection and assistance functions. The reorientation policy initiated during the second half of 1993, aimed at reducing dependency among the refugee population and reducing abusive claims from non-needy cases, continued throughout 1994. This reorientation of the programme initially resulted in a reduction of beneficiary numbers; at 31 December 1994 less than 12,000 persons were benefiting from monthly allowances. Following a reassessment of some cases, some 12,500 beneficiaries were registered for payment of monthly allowances as of March 1995. On the basis of an ongoing survey of the socio-economic situation of refugee families, approximately 5,000 refugees benefited in 1994 from lump-sum grants equivalent to twelve-months' allowance, and started or improved their own small scale income generating activities.

20. In the third quarter of 1994, the level of the monthly subsistence allowance was increased by 30 per cent to account for inflation. In addition, the number of pupils receiving education assistance at primary level increased sharply from an initial planning figure of 1,200 to 6,200. This variation mainly arises from the fact that the planning figure for 1994 was established in 1993 at the time of the last major influx from Afghanistan, and when UNHCR did not have accurate information on the profile of the new arrivals. The bulk of new arrivals in 1993 and early 1994, numbering some 14,000 persons, were of Indian origin and Hindi speaking, which explains the high rate of school attendance among these arrivals. It should be noted that budgetary increases under education and domestic needs were offset by the decrease in the total number of beneficiaries; no major upward revision of the budget was thus considered necessary.

21. Considering that the programme is stabilizing in terms of beneficiaries and that the situation in Afghanistan is not yet conducive for any large scale

repatriation, it is planned to retain the 1996 care and maintenance programme at the 1995 revised budget level. Limited funds have also been budgeted under the repatriation programme taking into account the return rate registered in 1994, when 173 refugees, mainly Afghans, opted for voluntary repatriation.

22. The reorientation of the assistance policy highlighted above has led to a number of threats against UNHCR staff and violence from refugees directed at UNHCR. These developments have forced the closure of three community centres operating in Delhi and the suspension of counselling, primary health care services and English language training at these centres since March 1995. Refugees in need continue to receive these services at the UNHCR premises, where adequate police protection is provided by the Indian authorities. Negotiation with local NGOs to take over social counselling, health and education are currently underway.

Programme Delivery and Administrative Support Costs

23. Expenditure in 1994 for Programme Delivery and Administrative Support costs was lower than the revised estimates, mainly because less non-expendable property was purchased, and at lower costs than anticipated. Expenditure for regional travel was also lower than expected. It was anticipated that the repatriation of Tamil refugees from Sri Lanka would gather momentum, hence higher amounts had been budgeted for regional travel between the Office of the Chief or Mission in Delhi and Madras. Because of security problems in Sri Lanka this was, however, not fully utilized. The revised 1995 requirements are higher than initial estimates, mainly because of increases in salaries and in common staff costs.

24. The 1996 requirements for Programme Delivery and Administrative Support are not significantly different from the 1995 revised requirements principally due to the pattern of activities of the office in India remaining the same. Staffing levels and non-staff costs have been retained at the same level as in 1995.

C. Indonesia

25. At 31 December 1994, the size of the Vietnamese caseload had decreased to 6,618 persons. Among them, 6,521 persons were screened-out cases not qualified for refugee status and only 87 persons were refugees awaiting resettlement in third countries. In addition, there were 453 Cambodians awaiting repatriation and, in Jakarta and Bandung, some 20 non-Indo-Chinese refugees/asylum-seekers from former Yugoslavia, Somalia, Algeria and the Islamic Republic of Iran. The Cambodians and Vietnamese were assisted in the camp on Galang Island. The transit centre in Tanjung Pinang was established in early 1994 to facilitate voluntary repatriation and resettlement of Cambodians and Vietnamese.

26. During 1994, 2,009 Vietnamese returned to Viet Nam under the voluntary repatriation programme; another 1,783 Vietnamese and 6 Cambodians were resettled in third countries. The voluntary repatriation programme was disrupted by a protracted demonstration which began in April 1994. The voluntary repatriation rate increased and accelerated two-fold when the situation in the camp returned to normal in November 1994.

27. Out of the total of 3,805 Vietnamese the returned from the camps in South-East Asia, Hong Kong and Japan during the first five months of 1995, 1,722 persons (45 per cent) returned voluntarily from Galang camp in Indonesia.

28. The voluntary repatriation programme was again disrupted when news of possible changes of policy in the major resettlement country spread in Galang camp in late May 1995. As a result, it is likely that a substantial number of Vietnamese will remain in Indonesia if voluntary repatriation and the Orderly Return Programme are not resumed soon.

29. As the CPA (Comprehensive Plan of Action for Indo-Chinese Refugees) activities in first asylum countries including Indonesia are scheduled to be completed by the end of 1995, no assistance programme for the Indo-Chinese caseload is planned at this stage for 1996. The budgetary requirements for 1996 will have to be reviewed in the event that the CPA completion date is postponed. As in previous years the non-Indo-Chinese refugees will continue to be assisted in 1996 until durable solutions have been identified.

Programme Delivery and Administrative Support Costs

30. The 1994 expenditure for Programme Delivery and Administrative Support costs was lower than revised estimates mainly due to reduced expenditure under staff costs, travel and general operating expenses, reflecting the gradual scaling down of the operation in Indonesia. The revised 1995 requirements are higher than initial estimates due mainly to the need to have short-term staff on mission to deal with problems relating to the slow-down in voluntary repatriation movements from Indonesia, which has resulted from the spread of the news on possible changes of policy in the major resettlement country.

31. The 1996 requirements for Programme Delivery and Administrative Support costs are lower due to the planned gradual scaling down of the operation in Indonesia.

D. Japan

32. At 31 December 1994, there were 481 persons of concern to UNHCR in Japan, comprising 37 Vietnamese refugees in the process of local settlement, 10 persons awaiting the results of their status determination and 434 persons who were determined not to be refugees. Children made up around one third of the caseload. Most of the Indo-Chinese cases were unskilled manual labourers and come from poor rural areas in northern or central Viet Nam.

33. From 1975 till the end of 1994, a total of 11,026 Indo-Chinese asylum-seekers and refugees arrived in Japan. By the end of April 1995, Japan had accepted a total of 3,665 Indo-Chinese refugees for local settlement. A total of 882 persons opted for voluntary repatriation and 6,759 persons were resettled to third countries from Japan. Japan, through the Orderly Departure Programme, is the resettlement country for a total of 6,221 Indo-Chinese refugees from camps in South-East Asian countries and Hong Kong.

34. Since the commencement of the CPA on 19 September 1989, 1,226 Indo-Chinese asylum-seekers arrived in Japan. 160 persons were found to be refugees and 834 persons were found not to qualify for refugee status. In 1994, 109 Vietnamese arrived in Japan.

35. In January 1995, the immigration authorities notified the remaining ten Vietnamese asylum-seekers of their first instance decision, thus marking the completion of the first instance status determination under CPA for all the Vietnamese who had arrived directly in Japan. UNHCR will focus on the appeal cases of those who received a negative decision in the first instance with the aim of completing the appeal cases in the near future.

36. In 1994, the Vietnamese population helped through UNHCR's assistance programme decreased by 90 per cent. This is because once a Vietnamese asylum-seeker is determined not to be a refugee, the person is moved into government sponsored facilities, at which point responsibility for the case is transferred from UNHCR to the Government. A total of 547 persons returned to Viet Nam in 1994; as of the end of May 1995, a further 340 had returned to Viet Nam under UNHCR's voluntary repatriation programme.

37. Programme priorities for 1996 will be twofold. First, UNHCR will focus on the conclusion of CPA-related status determination activities, i.e. the appeal cases of those Vietnamese, including the ex-Hong Kong Vietnamese arrivals, who have already received the first instance decisions, and the promotion of voluntary repatriation. Second, UNHCR will gradually shift its focus from CPA-related issues to broader Convention-related protection promotional activities, and will enhance its public information and fund raising activities in Japan and the Republic of Korea. The Office will continue to assist residual Indo-Chinese cases under the CPA, as well as any other asylum-seekers, if required.

38. By the end of 1995 all the CPA caseload in Japan will be moved into government sponsored facilities, and the beneficiaries under the 1996 General Programmes care and maintenance will be individual asylum-seekers and/or refugees who approach UNHCR for material assistance, legal advice or social services support. UNHCR will continue to play a role in the promotion of local settlement of Vietnamese refugees in Japan and voluntary repatriation of those Vietnamese determined not to be refugees under the CPA framework. The budgetary requirement for voluntary repatriation will be covered by a CPA repatriation project administered at UNHCR Headquarters.

39. UNHCR's assistance programme is implemented by the Foundation for the Welfare and Education of Asian People (FWEAP), CARITAS-Japan, Japan International Social Services (JISS), and Japan Legal Aid Association (JLAA). JLAA provides legal counselling to both Indo-Chinese and other refugees to be settled in Japan. JISS provides social counselling to non-Indo-Chinese asylum-seekers pending adjudication of their application for refugee status with the Japanese Government. In 1996, CARITAS-Japan and JLAA will be UNHCR's implementing partners.

Programme Delivery and Administrative Support Costs

40. The 1994 expenditure for Programme Delivery and Administrative Support costs was lower than revised estimates, mainly due to turn over of staff and the resultant reduction in common staff costs. The revised 1995 and initial 1996 requirements are higher than initial 1995 estimates mainly due to appreciation of the yen and the retention of one international post to respond to increased external relations needs and the Branch Office's coverage of the Republic of Korea.

E. Lao People's Democratic Republic

41. UNHCR's main activity in the Lao People's Democratic Republic (LPDR) consists of assisting returnees, who come mainly from Thailand. In 1994, 5,593 Lao returned (5,172 from Thailand; 408 from China; 13 from elsewhere). At 31 December 1994, a cumulative total of 24,546 Lao had availed themselves of the voluntary repatriation option since the voluntary repatriation programme's inception in 1980 (21,426 from Thailand; 2,917 from China and 102 from elsewhere). During the first five months of 1995, 1,674 Lao repatriated from Thailand.

42. In 1994, the returnee population continued to be composed mainly of highlanders (69 per cent).

43. As of 31 December 1994, there were still 11,924 Lao in refugee camps in Thailand for whom durable solutions were being sought. This number had decreased to 8,059 on 30 April 1995 (with a breakdown of 6,867 highlanders and 1,192 lowland Lao). Out of 8,059 still in refugee camps in Thailand as of 30 April 1995, some 7,400 were expected to avail themselves of the voluntary repatriation option. However, in light of recent developments with regard to the CPA, this target may have to be adjusted downwards should the resettlement option be made available again for part of this caseload.

44. During 1994, two new rural settlements were created, one in Vientiane with a capacity of 1,000, and one in Bokeo province, financed by the European Union, with a capacity of 550. In late June 1994, the Lao Government responded generously to returnee needs and offered to UNHCR a site in Khamouane province with an initial capacity of 3,000.

45. The seventh tripartite meeting on the Lao voluntary repatriation between the LPDR, Thailand and UNHCR took place in Pattaya, Thailand, from 26 to 28 July 1994. It was followed by two tripartite working meetings in Chiang-rai Province in Thailand on 21 November 1994 and in Luang Prabang in the Lao People's Democratic Republic from 30 to 31 March 1995. The eighth Tripartite Meeting between the LPDR, Thailand and UNHCR will take place in the LPDR in 1995.

46. UNHCR created two new posts in mid-1995 to increase its ability to monitor that repatriation takes place in conditions of safety and dignity, as well as to promote voluntary repatriation and reintegration through public information activities. The two posts have been filled with Lao/Hmong speakers.

47. The sixth Steering Committee of the International Conference on Indo-Chinese Refugees (Geneva, 16 March 1995) reaffirmed the end of 1995 as a target date for the completion of the Lao repatriation. Accordingly, it has been envisaged that 6,200 Lao will be repatriated to the LPDR during 1995 (6,000 from Thailand, 200 from China). However, due to factors described in the CPA regional overview, only 1,674 Lao, all of whom were from Thailand, repatriated during the first five months of 1995. The target of 6,200 returns to the LPDR may therefore be difficult to achieve.

48. Returnees will continue to return to rural settlement sites which remain the preferred repatriation option. As in the past, a limited number of returnees will continue to choose the individual return option. In addition, some will benefit from the newly introduced scheme of return in small groups, which benefits both returnees and existing villages that absorb small groups of returnees. Local communities receiving the small groups will receive local infrastructure assistance (schools, roads, dispensaries, etc.) for the benefit of the returnees and the local community.

49. Under present circumstances, it is estimated that a further 2,000 refugees in Thailand will have volunteered for repatriation during 1995 but may not have left Thailand by early 1996. It is expected that some 200 persons from China may also be repatriated to the LPDR during 1996. UNHCR will continue to provide development and reintegration assistance to returnees who will reach the LPDR during 1996, as well as those who returned during 1995, both in terms of provision of assistance and monitoring of their return in safety and dignity. Because of the long time spent in refugee camps, reintegration activities have been recognized as an important component in ensuring the viability and economic sustainability of returnees in the LPDR.

50. UNHCR will assist the Lao Government (Ministry of Labour and Social Welfare) with the identification and preparation of rural settlement sites, as well as the identification of villages willing to receive returnees so as to create the necessary capacity to absorb the remaining returnees. Promotional activities and information campaigns aimed at publicizing the modalities of voluntary repatriation and the conditions of return in LPDR will continue to be undertaken jointly with UNHCR in Thailand.

51. Budget submissions for 1996 reflect the change in repatriation assistance and the initiation of small group site projects for host communities receiving up to 20 returnee families. Budget requirements may have to be modified should the returnee caseload in 1996 be higher than initially anticipated.

52. The Ministry of Labour and Social Welfare is UNHCR's principal operational partner in the LPDR. The provincial and district branches of other Ministries (Agriculture, Education, Health and the Lao Women's Union) also play an important role in the planning and implementation of settlements. Three NGOs (Concern of Ireland, Consortium of United States and ZOA of the Netherlands) will play a major role regarding community services activities targeting beneficiaries who have spent

some 20 years in refugee camps and who thus lack practical experience in providing for themselves in their homeland. Many have lost their links to home villages and therefore require reintegration within rural settlements where NGOs operate.

53. One of the principal roles of NGOs will be to help returnees in nine provinces to become self sufficient after their first harvest or first earnings from income-generation activities. For this purpose emphasis will be placed on training activities. The needs of women and children will be properly addressed with the assistance of the Lao Women's Union, the Departments of Health, Agriculture and Education as well as traditional NGO implementing partners.

54. The European Union sponsored pilot project in Bokeo province will continue to benefit from reintegration activities targeting the returnee caseload as well as the local population. The Government of the United States has established a fund through the International Organization for Migration (IOM) to provide assistance in support of the settlement of returnees.

Programme Development and Administrative Support Costs

55. The 1994 expenditure for Programme Delivery and Administrative Support costs was not significantly different from revised estimates. Revised 1995 requirements are higher than initial estimates mainly because of the creation of two international posts to further strengthen the Office's monitoring capacity in the LPDR. Non-staff costs are not significantly different from initial estimates. The 1996 initial requirements are not significantly different from the 1995 revised requirements.

F. Malaysia

56. During 1994, 1,268 screened-out Vietnamese were repatriated voluntarily while 958 Vietnamese refugees were resettled in third countries. As of 31 December 1994, 5,339 Vietnamese and 137 Cambodians remained in Sungei Besi camp, on the outskirts of Kuala Lumpur. Among them, only 342 persons were refugees and the rest, 4,997 persons, were screened-out Vietnamese who did not qualify for refugee status.

57. There were also 61 Achehnese refugees and some 130 other asylum-seekers of diverse nationalities who received assistance from UNHCR in Malaysia. Most of the caseload consisted of single Muslim males from South-West Asia and East Africa. In addition, some 5,000 Myanmar Muslims were registered with UNHCR. Some 400 Bosnians were given temporary asylum in Malaysia; their care and maintenance was provided far by the Government of Malaysia. UNHCR continues to provide assistance towards repatriation of the remaining Vietnamese and Cambodian caseload in 1995.

58. During the first four months of 1995, a total of 399 Vietnamese were repatriated voluntarily and 160 refugees were resettled in third countries. At 30 April 1995, 4,817 Vietnamese remained in the camp in Malaysia. The pace of voluntary repatriation fell sharply in late May 1995 when the news of possible changes of policy in the major resettlement country was circulated in Sungei Besi camp.

59. A Memorandum of Understanding was concluded between Malaysia and Viet Nam for the Orderly Return Programme (ORP) on 24 January 1995.

60. Completion of activities under the CPA has been scheduled by the sixth Steering Committee for the end of 1995. On this basis, no assistance for the Vietnamese has been planned for 1996. However, in view of recent developments the situation will be reviewed towards the end of 1995.

61. In March 1995, the 61 Achehnese refugees, including 53 Achehnese who occupied the UNHCR compound, and another 99 Achehnese in detention in Langkap prison, were released and were granted resident and work permits in Malaysia. UNHCR will continue to monitor and find solutions for the remaining 32 Achehnese in detention and the Myanmar Muslims in 1996. The level of assistance for the non-Indo-Chinese refugees/asylum-seekers in Malaysia will remain the same in 1996.

62. UNHCR in Kuala Lumpur will continue to have a regional responsibility to coordinate UNHCR policy and activities in Brunei and Singapore.

Programme Delivery and Administrative Support Costs

63. The 1994 expenditure for Programme Delivery and Administrative Support costs was lower than revised estimates mainly due to limited turn-over of staff resulting in reduced common staff costs. The revised 1995 requirements are higher than initial estimates due to the extension of five local General Service staff posts to cope with the fluid situation caused by the slow down of voluntary repatriation movements from Malaysia following demonstrations in Sungei Besi Camp.

64. The 1996 requirements for Programme Delivery and Administrative Support costs are lower than the 1995 revised requirements principally due to the planned scaling down of the operation of the Office in Malaysia to coincide with the completion of CPA activities by the end of 1995.

G. Myanmar

65. Of some 250,000 refugees who sought asylum in Bangladesh during late 1991 and early 1992, 80,198 persons returned under UNHCR auspices to Rakhine State in Myanmar between April and December 1994, and 137,257 persons had returned as of 13 May 1995. Taking into account the 54,571 persons repatriated under the bilateral arrangement in between September 1992 and April 1994, the total number of returnees by 13 May 1995 came to 190,704. A total of 52,512 refugees remained in nine camps in Bangladesh at May 1995.

66. The voluntary repatriation of the Muslim residents of the Rakhine State in Myanmar from the camps in Bangladesh has proceeded as scheduled. The positive response to the mass registration exercise -- with over 90 per cent of the camp population volunteering to return -- enabled the movements to take place as planned. In spite of a three-week halt in the movements during October called by the government of the region as a preventive measure to contain the spread of plague, the planned target of 80,000 persons to return during 1994 under UNHCR auspices was achieved leaving some 120,000 refugees scheduled to return during 1995. In

Bangladesh, eleven refugee camps including three transit camps were closed, leaving only nine camps in operation as of May 1995.

67. Cooperation from the authorities on both sides of the border remains excellent. There have been very few protection cases reported in the Bangladesh camps, and UNHCR has been given unrestricted access to all returnees in the Rakhine State of Myanmar. Monitoring of the well-being of the returnees is covered adequately by UNHCR's 15 international and 40 local staff. UNHCR also has access to the 48 detained returnees in Maungdaw, Buthidaung and Sittwe prisons.

68. It is anticipated that all former residents of the Rakhine State who stayed in the camps of Bangladesh will have returned by the end of 1995. Therefore, all assistance activities related to the movement phase will have ceased. UNHCR's assistance in 1996 will be directed at the programme of small-scale reintegration projects in the returnee receiving areas of the Rakhine State, which started in 1994 and has gradually gained momentum.

69. In order to improve and stabilize the livelihood of the population at large in the returnee receiving areas, more than 160 small-scale reintegration projects are being implemented through the use of Village Development Committees in the sectors of health, water and sanitation, education, community development and infrastructure. Some improvements to the sole tarmac road between Maungdaw and Buthidaung were also necessary to ensure continued access, especially during the rainy season.

70. The sectoral breakdown of the Myanmar Repatriation Operation for the initial and revised 1995 and the initial 1996 allocations is as follows (in dollars):

Sector	1995 initial	1995 revised	1996 initial
Transport/logistics	1,210,132	820,175	115,000
Domestic needs	7,508,574	3,230,000	0
Water (non-agric)	53,186	627,981	255,500
Sanitation	9,386	626,380	315,000
Health/nutrition	75,086	890,815	435,000
Shelter	1,805,186	867,000	0
Community services	0	48,005	17,750
Education	0	280,949	140,500
Crop production	0	871,885	436,000
Fisheries	0	112,665	56,500
Income generation	0	79,450	40,000
Legal assistance	245,280	78,400	0
Agency op. support	2,213,170	1,129,395	188,750
Total	13,120,000	9,663,100	2,000,000

71. The initial and revised 1995 budget shown above includes both costs for activities directly related to return movement and provision for small-scale reintegration projects, whilst the 1996 budget contains only provisions for small-scale reintegration projects.

72. The main governmental implementing partner is the Immigration and Manpower Department of the Ministry of Home Affairs, which is expected to work closely with the relevant line ministries at national, state and township level, and through the established Village Development Committees. Following an agreement with the Myanmar authorities on the limited use of local and international NGOs, UNHCR is funding two international and one local NGOs. These agencies operate in the fields of water and sanitation, health care, vocational skills training, fleet maintenance and special assistance to the vulnerable. WFP has made considerable progress in its food-for-work scheme, providing numerous employment opportunities in the implementation of mainly small-scale access road repair and pond digging projects.

Programme Delivery and Administrative Support Costs

73. The 1994 expenditure for Programme Delivery and Administrative Support costs was lower than revised estimates both under staff and non-staff costs. In staffing, there were significant delays from the time of creation of posts to the actual dates of their incumbency which resulted in savings. Savings were also realized in non-expendable property because the large quantity of equipment, which was redeployed from the Cambodia operation to Myanmar, continued to function efficiently. The revised 1995 requirements are higher than initial estimates mainly because of the creation of one international and two General Service posts to assist with the last pace of return. The 1996 initial requirements are not significantly different from 1995 revised requirements as the staffing levels will be maintained to provide ongoing monitoring of the returnees and of the reintegration projects.

H. Papua New Guinea

74. At 31 December 1994, Papua New Guinea (PNG) hosted a refugee population of some 8,450 persons from Irian Jaya, Indonesia, of whom some 3,650 were living in East Awin rural settlement near Kiunga town in the Western Province with assistance from UNHCR. The remaining 4,800 were living in five villages in the border areas. There were also one Angolan refugee family of five persons and one refugee from Indian Kashmir in Port Moresby. The Kashmiri refugee received UNHCR assistance pending a durable solution. Of the assisted Irian Jayan refugees, some 1,970 persons, approximately 54 per cent, were under 18 years of age and some 1,700 persons, approximately 46 per cent of the population, were female. During 1994, some 100 new arrivals from the border villages came to the settlement site in East Awin. In 1994, 186 refugees repatriated voluntarily to Irian Jaya, and in the first quarter of 1995, 12 refugees repatriated.

75. In February 1995, a joint mission from UNHCR Headquarters, Regional Office Canberra and the Liaison Office in PNG was conducted to review the local settlement programme in East Awin. The aim of the mission was to assess the potential for self-sufficiency among the refugees and to identify the means to reorient the local settlement programme so as to achieve a successful conclusion of the programme in

the near future. Following the mission, the broad country objectives for the UNHCR Liaison Office in 1995 and 1996 were modified to list the promotion of voluntary repatriation as the main objective in 1995 and 1996, together with the promotion of local integration.

76. As in past years, UNHCR will continue its efforts to promote local integration as a durable solution for the Irian Jaya refugees. In this connection UNHCR encourages the PNG Government to adopt the proposed new policy paper on Irian Jayan refugees. The adoption of this policy paper will grant the refugees freedom of movement and choice of citizenship, which is particularly important to those refugees who could not or do not opt for voluntary repatriation. Programme activities for the promotion of self-sufficiency in the settlement site in East Awin will continue to focus on the building up of long term sustainable economic strength among the refugees so that when the choice of local integration is available those who choose to become PNG nationals will already enjoy self-sufficiency. These activities will include provision of basic food to vulnerable groups (estimated at some 500 persons), education, vocational training and income-generation activities. Both UNHCR and the PNG Authorities recognize the importance of finding an early solution to land ownership issues and of involving the relevant government line departments in health, education and road maintenance programmes.

77. UNHCR, together with the PNG Authorities, will step up the process of voluntary repatriation. In this connection, the Liaison Officer visited Irian Jaya in 1994, and the UNHCR Liaison Office organized a visit of refugee group leaders to the country of origin. In 1995, 200 persons are expected to return to Irian Jaya. For 1996, a target of 450 persons is set for repatriation. Both targets may be modest given the encouraging response among the refugees after the visit of their leaders regarding repatriation. UNHCR will closely monitor developments both in the country of origin and in PNG in order to be in a position to modify the programme in a timely manner.

78. The Department of Village Services and Provincial Affairs is responsible for the administration of the local settlement site and border villages, and for new arrivals. The Montfort Catholic Mission is responsible for primary education and basic health care in East Awin. It also organizes adult education and skills training for refugee women in the settlement site. The Young Women's Christian Association implements a small education programme at post-secondary level in Port Moresby. The Baptist Union implements small business development projects in the settlement. The Australian Volunteers Abroad/Overseas Service Bureau provides a volunteer as an agriculturist to work in the East Awin settlement site.

79. Most refugees living in the settlement site have reached a significant degree of self-sufficiency in food, with the exception of certain vulnerable groups and 1994 arrivals. The local settlement programme will concentrate on measures designed to achieve a lasting self-sufficiency as the majority of the present population has already achieved a significant level of sufficiency. For 1995, activities to promote self-sufficiency will continue. Special attention will be given to the training of single female heads of families.

80. UNHCR has no presence in the area of return in Indonesia. The monitoring of the situation of returnees was carried out by the International Committee of the Red Cross. In late 1994, the UNHCR Liaison Officer made a first visit to the area of return in Irian Jaya. In March 1995, the UNHCR Liaison Officer visited the area of return together with some refugee leaders whose involvement is essential in the decision making process among refugees. Transportation, a small repatriation allowance and other household items, such as mosquito nets and small farm tools, are provided to voluntary repatriants.

81. In 1994, some 1,500 refugee children were assisted by UNHCR with their primary and secondary education. In 1995 some 1,250 refugee children will benefit from primary and secondary education assistance and some 220 refugee children from high school education assistance. In 1996 the same level of assistance for primary and secondary education will be maintained until the cessation of the assistance programme. UNHCR supports the health sector by providing funds, mainly for recurrent costs such as salaries. The Government provides basic medicines. UNHCR, as part of its efforts to promote local integration, has been encouraging the Government to include provision for maintenance of the road connecting the settlement site and the Fly River as well as recurrent costs under education and health sectors for East Awin.

82. The Education Account covered scholarship assistance to 45 teacher trainees.

Programme Delivery and Administrative Support Costs

83. The 1994 expenditure and revised 1995 requirements for Programme Delivery and Administrative Support costs are not significantly different from the revised and initial estimates.

84. The revised 1995 requirements are not significantly different from initial estimates. In November 1994, the possibility of closing the office was again discussed and in February 1995, a mission to re-examine this issue was undertaken, which submitted a series of recommendations for phasing out of the assistance programme in Papua New Guinea by mid 1996. The feasibility of closing the office will be reviewed towards the end of 1995. UNHCR will therefore maintain a presence with two local General Service posts in 1996 for time being.

I. Singapore

85. Singapore hosted just over 130 persons of concern to UNHCR as of 31 December 1994. This caseload comprised 98 Vietnamese and 36 non-Indo-Chinese refugees/asylum-seekers of various nationalities, including Sri Lankans, Iranians, Myanmar and Somalis. Among the Vietnamese two persons are refugees who came to Singapore in January 1991, before the implementation of CPA, while the remainder are screened-out Vietnamese who did not qualify for refugee status. There were no new arrivals of Vietnamese in 1994. The majority of refugees and asylum-seekers are adult males.

86. Within the framework of the CPA, voluntary repatriation of Vietnamese continues to be the main objective of the UNHCR programme in Singapore. All of the

Vietnamese reside in the Hawkins Road camp and are assisted with basic material assistance which includes food, shelter, domestic items and health care. Although persistent efforts have been made to promote voluntary repatriation, the Vietnamese still insist on resettlement in a third country, and during 1994 there were no departures for either voluntary repatriation or resettlement in third countries.

87. The activities under the CPA are scheduled to be completed by the end of 1995. In the event that completion of CPA activities has to be postponed, further funding may be required to continue assisting the remaining Vietnamese caseload. The non-Indo-Chinese refugees were provided with a subsistence allowance. They made their own arrangement for food and accommodation. These refugees reside mainly in hostels and in some cases with friends. UNHCR also provided medical treatment and language/vocational training for the non-Indo-Chinese refugees as required. The durable solution for non-Indo-Chinese refugees remains resettlement and family reunion in third countries.

88. UNHCR will continue to provide assistance to non-Indo-Chinese refugees and asylum-seekers in 1996. UNHCR Singapore will also provide logistical support to the UNHCR operation in Tanjung Penang, Indonesia as well as regional procurements for other UNHCR offices in the region.

Programme Delivery and Administrative Support Costs

89. Programme Delivery and Administrative Support costs have remained at the same levels both for the 1994 expenditure and for the revised 1995 and initial 1996 estimates. No changes are foreseen in the staffing levels or structure of the office.

J. Sri Lanka

90. UNHCR's presence in Sri Lanka is primarily linked to the voluntary repatriation operation of Sri Lankans from India, which between January 1994 and March 1995 registered the return of 18,160 persons. UNHCR's reintegration activities for the returnees are designed to also allow internally displaced persons located in returnee areas to benefit from UNHCR's assistance. In particular, since 1993 the Office has been implementing a reintegration approach which includes immediate and limited assistance to returnees in reception camps prior to returning to their villages of origin, pre-settlement in-kind assistance for the construction of temporary shelter in their places of origin, and implementation of community oriented micro-projects. Assistance for internally displaced persons living in government welfare centres in the central districts of Puttalam and Anuradhapura is also under consideration. Details of the repatriation operation can be found in Part II/10 of this document, Regional Special Programmes.

91. The sectoral breakdown for the initial and revised 1995 and the initial 1996 special programme allocations is as follows (in dollars):

Sector	Initial 1995	Revised 1995	Initial 1996
Food	40,820	83,327	0
Transport	774,438	507,706	507,706
Domestic needs	255,130	214,308	214,308
Water	297,714	246,527	179,122
Sanitation	604,076	527,560	311,780
Health/nutrition	476,840	439,792	439,792
Shelter	894,915	832,806	262,261
Comm. services	96,531	59,980	59,980
Education	552,654	412,775	412,775
Crop production	849,635	691,151	691,151
Livestock	510,173	391,559	391,559
Fisheries	141,714	141,714	141,714
Income generation	425,715	323,673	323,673
Legal assistance	5,110	5,102	5,102
Agency op. support	484,235	687,320	732,077
Total	6,409,700	5,565,300	4,673,000

92. The reduction of the revised 1995 and initial 1996 budgets compared with the initial 1995 budget takes into account the experience of previous years when implementation has been delayed by security constraints and political factors. Furthermore, funds to cover internally displaced persons in government welfare centres have been budgeted only for 1995.

93. In addition, UNHCR will continue to provide basic care and maintenance assistance covering domestic needs, health care and education to a small number of refugees and asylum-seekers of various nationalities stranded in Sri Lanka. As of March 1995, only ten refugees were assisted under this project, while possibilities for voluntary repatriation and resettlement continued to be pursued. The initial 1996 requirements for continuation of this assistance has been maintained at the same level as the revised 1995 budget.

Programme Delivery and Administrative Support Costs

94. The 1994 expenditure for Programme Delivery and Administrative Support Costs was higher than revised estimates, mainly in staff costs due to higher than expected rates of staff rotation. The office premises were relocated in December 1994. The revised 1995 requirements are higher than initial estimates mainly due to the creation of two posts and higher rental costs for office premises. In addition, there are increases for procurement of vehicles and office equipment, such as communications equipment to further strengthen the monitoring capacity of the Office. Staffing levels are proposed to be retained at the same levels in 1996.

UNHCR EXPENDITURE IN OTHER COUNTRIES IN ASIA

(in thousands of United States dollars)

1993	1994			1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1994 EXCOM	PROPOSED REVISED ALLOCATION		SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)					
25.0	–	–	Myanmar	EMERGENCY FUND	–
				CARE AND MAINTENANCE	
3,705.5 a/	4,199.4	4,589.9	India		4,589.9
31.4	38.7	30.0	Indonesia		30.0
1,010.4	323.4	110.7	Japan		89.5
154.7	202.7	200.0	Malaysia		200.0
3.0	–	–	Other countries		–
26.5	49.9	29.0	Singapore		29.0
29.3 b/	30.9	30.9	Sri Lanka		30.9
				VOLUNTARY REPATRIATION	
768.0 c/	–	320.0 f/	Cambodia		400.0
72.9	382.0	177.0	India		177.0
14.5 d/	–	–	Indonesia		–
1.8 d/	–	–	Malaysia		–
47.5	21.5	58.0	Papua New Guinea		60.0
				LOCAL SETTLEMENT	
609.3	551.1	654.0	Papua New Guinea		580.0
0.2 d/	–	–	India		–
0.3 d/	–	–	Sri Lanka		–
–	–	166.7	Other countries		166.7
				RESETTLEMENT	
16.4 d/	–	–	India		–
1.0 d/	–	–	Indonesia		–
6.6 d/	–	–	Malaysia		–
28.5 d/	–	–	Sri Lanka		–
423.0 e/	500.0	470.0	Other countries		–
				PROGRAMME DELIVERY See Overview Tables (Part II)	
580.0	470.4	527.9	India		528.2
414.3	287.4	355.6	Indonesia		282.9
549.8	405.0	699.7	Malaysia		574.9
288.6	371.7	326.5	Papua New Guinea		308.9
2,138.7	2,101.6	2,966.8	Japan		3,461.2
261.9	238.7	180.5	Singapore		178.7
1.5	114.0	–	Regional Training		–
–	328.6	–	Other countries		–
11,210.6	10,617.0	11,893.2		SUB-TOTAL OPERATIONS	11,687.8
				ADMINISTRATIVE SUPPORT See Overview Tables (Part II)	
112.4	118.9	102.1	India		94.0
39.1	30.6	38.2	Indonesia		40.8
605.3	581.0	488.2	Japan		483.4
135.1	122.0	143.2	Malaysia		75.9
60.6	51.4	87.5	Singapore		86.9
136.0	202.0	–	Regional Training		–
12,299.1	11,722.9	12,752.4		TOTAL (1)	12,468.8

UNHCR EXPENDITURE IN OTHER COUNTRIES IN ASIA

(in thousands of United States dollars)

1994	1995			1996	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1994 EXCOM	PROPOSED REVISED ALLOCATION		SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
SPECIAL PROGRAMMES (2)					
22.0	31.2	–	Papua New Guinea	EDUCATION ACCOUNT	–
270.6	626.6	300.0		CAMBODIA REPATRIATION	–
				PROGRAMME DELIVERY	
1,588.4	643.0	956.2		See Overview Tables (Part II)	590.9
				ADMINISTRATIVE SUPPORT	
107.3	44.5	81.6		See Overview Tables (Part II)	60.7
				COMPREHENSIVE PLAN OF ACTION	
1,995.5	178.7	1,007.7	Indonesia		–
1,290.6	754.6	258.2	Japan		–
3,854.5	3,949.1	4,748.6	Lao PDR		2,912.9
2,761.9	1,524.6	1,522.8	Malaysia		–
236.0	211.3	271.6	Singapore		–
				PROGRAMME DELIVERY	
				See Overview Tables (Part II)	
327.8	122.1	217.8	Indonesia		–
85.3	434.8	533.6	Japan		–
530.3	429.1	635.7	Lao PDR		607.1
217.6	37.9	110.6	Malaysia		–
				ADMINISTRATIVE SUPPORT	
41.7	36.7	61.7	Lao PDR	See Overview Tables (Part II)	53.7
				OTHER TRUST FUNDS	
27.4	–	–	Cambodia		–
3,395.4	6,409.7	5,565.3	Sri Lanka		4,673.0
–	–	50.5	Japan		50.5
3.8	–	–	India		–
0.5	–	–	Indonesia		–
175.3	–	–	Malaysia		–
6,454.8	13,120.0	9,663.1	Myanmar		2,000.0
5.8	–	–	Papua New Guinea		–
				PROGRAMME DELIVERY	
				See Overview Tables (Part II)	
237.0	336.9	368.8	India		369.3
1,324.6	1,102.5	1,315.8	Sri Lanka		1,241.8
1,154.0	2,043.0	2,311.4	Myanmar		2,141.5
32.0	126.0	–	Regional Training		–
				ADMINISTRATIVE SUPPORT	
				See Overview Tables (Part II)	
152.4	168.5	167.5	Sri Lanka		157.7
249.4	363.8	219.0	Myanmar		212.3
				ADMINISTRATIVE SUPPORT	
57.5	66.7	62.0	India	Junior Professional Officer	62.0
122.4	219.1	74.2	Lao PDR	Junior Professional Officer	12.0
69.1	–	135.0	Malaysia	Junior Professional Officer	69.0
88.5	–	164.2	Myanmar	Junior Professional Officer	164.2
42.6	–	11.0	Sri Lanka	Junior Professional Officer	11.0
				See Overview Tables (Part II)	
26,922.0	32,980.4	30,813.9		TOTAL (2)	15,389.6
39,221.1	44,703.3	43,566.3		GRAND TOTAL (1+2)	27,858.4

a/ of which US$ 5,352 incurred against Other Programmes
b/ of which US$ 2,526 incurred against Other Programmes
c/ obligation incurred against the General Allocation for Voluntary Repatriation
d/ obligation incurred against Other Programmes
e/ of which US$ 1,108 incurred against Other Programmes
f/ allocated from the General Allocation for Voluntary Repatriation